

ANNEX T

DONATIONS MANAGEMENT

CITY OF HOUSTON

APPROVAL & IMPLEMENTATION

Annex T

Donations Management

Emergency Management Coordinator

Date

RECORD OF CHANGES

Annex T

Donations Management

Change #	Date of Change	Entered By	Date Entered

ACKNOWLEDGEMENT

The representatives from the organizations listed below assisted in developing this annex and have reviewed its contents.

ANNEX REDACTED – DATA REMOVED

TABLE OF CONTENTS

Approval & Implementation	ii
Record of Changes	iii
Acknowledgement	iv
Table of Contents	v
Authority	1
Purpose.....	1
Explanation of Terms.....	1
Situation and Assumptions	2
Concept of Operations	4
Organization & Assignment of Responsibilities.....	8
Direction and Control	10
Readiness Levels.....	10
Administration and Support.....	10
Annex Development & Maintenance.....	11
References	11

Appendices

1.	Current Donation Needs List	13
2.	Sample Record of Donation Offer	14
3.	Donations Management Operations Guide.....	15

ANNEX T

DONATIONS MANAGEMENT

I. AUTHORITY

See City's Emergency Management Plan.

II. PURPOSE

The purpose of this annex is to outline the concept of operations, organizational arrangements, and responsibilities for coordinating the efforts of volunteer groups and local government to manage donations of goods and services that may occur in the aftermath of an emergency situation.

III. EXPLANATION OF TERMS

A. Acronyms

ACS	Adventist Community Services
ARC	American Red Cross
CBO	Community-Based (Volunteer) Organization
DC	Donations Coordinator
DOO	Donations Operations Office
DSG	Donations Steering Group
HFB	Houston Food Bank
PIO	Public Information Officer
RSA	Resources Staging Area
SS	Service Sites
TSA	The Salvation Army
VOAID or VOAD	Voluntary Organizations Active in Disaster
VOLAG	Volunteer Agencies
UNC	UnMet Needs Committee (Also known as Resource Coordination Committee-RCC)

B. Definitions

Donations refer to the following:

1. Cash: Currency, checks, money orders, securities, etc.
2. Goods: Food, water, clothing, equipment, toys, furniture, pharmaceuticals, bedding, cleaning supplies, etc.
3. Volunteers and Services:
 - a. Individuals who are not members of any particular volunteer group (often referred to as "spontaneous," "emergent," or "non-affiliated" volunteers).
 - b. Individuals who are members of recognized disaster relief organizations that have undergone formal training by those organizations (i.e., "affiliated" volunteers).
 - c. People with specialized training and expertise (e.g., doctors, nurses, medics, search and rescue, fire fighting, heavy equipment

operators, etc.) who may either be non-affiliated or members of a disaster relief organization.

- d. Teams that provide specialized equipment or capabilities (e.g., urban search and rescue, dog teams, swift water rescue teams, home repair teams, etc.).

IV. SITUATION & ASSUMPTIONS

A. Situation

1. As noted in the City's Emergency Management Plan, this jurisdiction is at risk from a number of hazards that could threaten public health and safety as well as private and public property. Should a major disaster or a lesser emergency occur where there is high level of media interest, many individuals might want to donate money, goods, and/or services to assist the victims or participate in the recovery process. The amount of donations offered could be sizable. Disaster service organizations could face extreme difficulties in receiving, storing, securing, sorting, transporting, accounting for, and distributing the donations to the disaster victims and supervising volunteer workers desiring to assist in the effort.
2. According to Chapter 418.074 of the Texas Government Code, the Mayor may accept a donation (in the form of a gift, grant, or loan) on behalf of the City for purposes of emergency services or disaster recovery. In turn, the City may use all the services, equipment, supplies, materials, and funds to the full extent authorized by the agreement under which they are received.

B. Assumptions

1. Should a major emergency or disaster occur, donations might be given and/or delivered to our City whether or not they are requested. In large quantities, such donations may overwhelm the capability of the local community to handle and distribute them.
2. In a catastrophic disaster affecting the jurisdiction, the City and local volunteer groups and agencies may be adversely affected and may not be able to cope with a sizable flow of donations.
3. Donated goods may be offered to local volunteer groups for them to distribute as appropriate. Donations of cash for disaster victims should be made to local social service agencies, as appropriate.
4. Many individuals donate goods that are not needed by disaster victims or offer services that are not needed in the recovery process. Receiving and sorting unneeded goods or hosting volunteers who do not have needed skills wastes valuable resources; disposing of large quantities of unneeded goods can be a lengthy and very costly process.
5. In some cases, the amount of donations received by a community may relate more to the media attention the emergency situation receives than the magnitude of the disaster or the number of victims.

6. The problem of unneeded donations can be reduced, but not eliminated, by developing and maintaining a current list of disaster needs, screening donation offers, and providing information to potential donors through the media on current needs and those items and services that are not required.
7. Most personal donations are given with little expectation of return other than the personal satisfaction of giving and perhaps some acknowledgment of thanks. However, some donations may be unusable, have “strings attached,” or not really be donations at all. They may:
 - a. Be given with an expectation of some sort of repayment, publicity, or a tax write-off.
 - b. Be items that are out-of-date (such as expired foodstuffs or pharmaceuticals), unusable (broken furniture, dirty or torn clothing) or unsuitable (food that requires refrigeration, winter coats in August).
 - c. Be volunteer services that do not meet the announced or advertised expectations or capabilities; skilled trades that are not properly licensed or certified.
 - d. Be provided illegally as a ruse in a fraudulent process to obtain money from disaster victims.
 - e. Be offered at a “discount” to disaster victims, with any real savings being minimal or nonexistent.
 - f. Be offered in limited quantity as a deception to simply show an “association” with government or disaster relief as a basis for future advertising or publicity.
8. Donated goods may arrive in the local area without warning, day or night. Delivery drivers will want to know where they should deliver their load and who will unload it. They typically want their cargo off-loaded quickly so they can minimize downtime.
9. Donations will frequently arrive unsorted and with minimal packaging and markings. Donations may be packed in boxes, crates, barrels, or garbage bags; some items may be in bins or on pallets. When such goods are received, they must typically be sorted, repackaged and labeled, temporarily stored, and then transported to distribution points to be picked up by disaster victims.
10. Donors may want to:
 - a. Know what is needed in the local area -- cash, goods, and/or services.
 - b. Know how they should transport their donations to the local area, or if there is someone who can transport it for them.
 - c. Start a “drive for donations” to help disaster victims, but have no knowledge of what to do and how to do it.

- d. Earmark their donations for a specific local group or organization, such as a church, fraternal society, or social service agency, or want to know to whom, specifically, received their donations.
 - e. Have their donations received by a local official and/or receive a letter of appreciation or public recognition.
 - f. Want to be fed and provided with lodging if they are providing volunteer services.
11. Disaster victims may:
- a. Desire immediate access to donations before they are sorted and ready to be disseminated at appropriate distribution points.
 - b. Believe that the donations have not been or are not being distributed fairly if they do not have information on the process of distributing donations.
 - c. Have unmet needs which can be satisfied by additional donations.

V. CONCEPT OF OPERATIONS

A. Objectives

The objectives of our donations management program are to:

- 1. Determine the needs of disaster victims and inform potential donors of those needs through the media and a variety of other means.
- 2. Receive, process, and distribute goods and cash donations to victims that can be used to recover from a disaster.
- 3. Accept offers of volunteers and donated services that will contribute to the recovery process.
- 4. Discourage the donations of goods and services that are not needed, so that such donations do not, in themselves, become a major problem.

B. Operational Concepts

- 1. The City does not wish to operate a system to collect, process, and distribute donations to disaster victims. Community-based organizations (CBOs) and other volunteer organizations (VOAIDs) that have successfully handled donations in the past best operate such a system. However, experience has shown that volunteer groups can be overwhelmed by the volume of donations and may need certain government assistance, such as trying to secure warehouse space, providing transportation, traffic control and security.
- 2. Recognized CBOs and VOAIDs have been accepting, handling, and distributing donations for many years. These organizations are skilled in the donations management process, and they should be the first recourse for collecting and managing donations after a major emergency or catastrophic disaster. Donors outside the local area should be informed to work through recognized community, state, or national social service

organizations or voluntary human resource providers in the community in which they live.

3. Cash is generally the preferred donation for disaster relief. Donations of cash to CBOs and VOAIIDs for disaster relief allows those organizations to purchase the specific items needed by disaster victims or provide vouchers to disaster victims so that they can replace clothing and essential personal property with items of their own choosing. Cash donations also reduce the tasks of transporting, sorting, and distributing donated goods.
4. It is extremely important to secure a warehouse to store donations. The possibility of having a warehouse donated for storage after a disaster occurs is not very likely; however, efforts to secure one should be made. Cash donations could be used to help pay for leasing a warehouse. Food donations will be referred to the Houston Food Bank.

C. Donations Management Program

The donations management program for the City would likely be comprised of several organizational elements and several operating units that are activated, as needed, at a level suitable for the anticipated workload. The organizational elements would probably include a Donations Coordinator (DC), Donations Steering Group (DSG), and an Unmet Needs Committee (UNC). The DC, with input from the DSG, is to determine what operating units would be required for a disaster. It may include: a Donations Operations Office (DOO), a Resource Staging Area (RSA), a Phone Bank, one or more Service Sites (SS), and a procedure to handle volunteers.

If a major disaster impacts the Houston metropolitan area, state and/or federal assistance may be sent to aid in the local donations management program. In such circumstances, it is recommended that a Donations Coordination Team (DCT) be established to coordinate this joint effort. The DCT should include appropriate representation from the local DSG as well as state and/or federal agencies having donation management responsibilities.

1. Organizational Elements

- a. Donations Coordinator. The DC shall coordinate the donations management efforts of volunteer groups and local government. The Adventist Community Services (ACS) has agreed to perform this function.
- b. Donations Steering Group. The DSG provides policy guidance and general direction for the donations program. Oftentimes the core of the Group is comprised of local volunteer agencies (VOLAGs) such as the American Red Cross (ARC), The Salvation Army (TSA), ACS, HFB or other VOLAGs the DC may deem necessary. A representative from the City of Houston may be a member of the Group. The DC is responsible for organizing the DSG and normally chairs the Group. When a disaster has occurred, the DSG should meet regularly to address policy issues and coordinate the solution to major challenges.

- c. Unmet Needs Committee. The function of the UNC is to assist disaster victims who need assistance that government has been unable to provide. The Committee should be formed as soon as practicable after a disaster occurs. The DC may be asked to assist in forming the Committee and it may continue to operate for an extended period. Members may include representatives of local volunteer organizations, local faith-based organizations and other interested organizations.

2. Operating Units

The operating units listed may be established after a disaster has occurred. To facilitate rapid activation of the units, suitable local facilities for each unit should be identified in pre-emergency preparedness planning. Some of the operating units may be colocated if suitable facilities are available. In coordinating use of facilities, it is important that those providing facilities understand that some of these facilities may need to continue operations for an extended period – possibly several months. Volunteers will probably staff most of these facilities.

a. The Donations Operations Office (DOO).

- 1) The DOO coordinates operation of the donations management program in the aftermath of a disaster. The DC will determine its location with input from the DSG. Further, it will:
 - a) Maintains a Current Donation Needs List (see Appendix 1), if necessary, and handles phone responses and refers cash donations to the appropriate agency.
 - b) Handles correspondence related to the donations management program.
 - c) Ensures an appropriate accounting and disbursing system is established for any cash donations received.
 - d) Works closely with the Public Information Officers (PIO) to ensure donation needs, information on the availability of donated goods, and pertinent information on the operation of the donations management program is provided to the media for dissemination to the public.

b. Phone Bank

- 1) A Phone Bank is normally established to receive and respond to offers of donations and disseminate other disaster-related information. During the initial phase of a major disaster, each CBO will maintain their own Phone Bank. The Phone Bank may refer some donors to other

agencies that may be better equipped to handle their donations.

- 2) Donation offers received by phone for goods and services on the Current Donation Needs List will normally be recorded on a Record of Donation Offer (see Appendix 2) and provided to the DOO for follow-up action.

c. Resources Staging Area (RSA)

Responding agencies will maintain their own RSA and decide what additional RSAs, if any, would be needed.

d. Service Sites (SS)

- 1) Sites from which ready-to-use goods or other assistance will be provided to disaster victims.
- 2) Local CBOs and VOAIIDs typically operate them.
- 3) Service sites are generally located in proximity to areas where disaster victims are living. They may be housed in facilities owned by volunteer groups or local government or in donated space.

e. Volunteers

Volunteers will be referred to local CBOs, VOAIIDs and the Houston Volunteer Center.

D. Phases of Management

Donations Management, as a function, primarily occurs during the recovery phase of an emergency. However, some donations management activities should occur during the preparedness and response phases of emergency management.

1. Preparedness

- a. Be sure the DC has been appointed.
- b. Be sure this annex is current and outlines the local donations management plan.
- c. Coordinate with the volunteer organizations that could provide assistance in operating the local donations management program.
- d. Brief the local media so they understand how the donations program will work so they can be prepared to advise the public of specific donation needs, discourage donations of unneeded items, disseminate information on the availability of donated goods, and provide other information as applicable.
- e. Include consideration of donation management in local emergency management exercises to test donations management plans and procedures.

2. Response
 - a. Review the donations management program.
 - b. Activate the DSG.
 - c. Activate Phone Bank and information management system.
 - d. Activate staff for donation management facilities.
 - e. Provide the media (through the PIO) with information regarding donation needs and procedures, and regularly update that information.
3. Recovery
 - a. The DSG should determine which donation management facilities will and will not be activated.
 - b. Staff donations management facilities with volunteer or paid workers.
 - c. Collect, sort, store, distribute, and properly determine disposition of donations, if necessary.
 - d. Continually assess donations management operations.
 - e. In coordination with the PIO, provide regular updates to the media on donations procedures, progress, and status.
 - f. Assess donations management operations and determine when the donations management facilities should close down or be consolidated and when the donations management program can be terminated.
 - g. Keep records of donations received.
 - h. Activate the UNC, if needed, to provide continuing assistance to victims.
 - i. Donations activities and functions are not generally reimbursable; however, if certain expenses are considered for reimbursement, accurate records will have to be submitted.

VI. ORGANIZATION & ASSIGNMENT OF RESPONSIBILITIES

A. Organization

1. The organization for donations management in the aftermath of a disaster shall consist of the organizations and facilities described in this annex, supplemented by government personnel and other resources where needed, available and appropriate. The organizations described in this annex are composed largely of volunteers; the facilities described in this annex will be primarily operated by volunteers.
2. Our normal City emergency organization, described in the City's Emergency Management Plan, will carry out government activities in support of donation management.

3. The EMC would be responsible for managing donations (cash or goods) that are made to the City government for disaster relief, subject to any regulations that may be enacted by the City Council.

B. Task Assignments

1. The EMC will:
 - a. Appoint a DC.
 - b. Work with participating organizations to ensure, to the extent possible, that the City has an effective donations management program.
 - c. Monitor the operation of the donations management program when activated.
2. The DC will:
 - a. Coordinate planning for and oversee the operation of the donations management program.
 - b. Facilitate and chair the DSG.
 - c. Identify key donations management positions.
 - d. Provide the media, in coordination with the PIO, information on donations management for dissemination to the public.
 - e. Provide the EOC with reports on donations management operations, as necessary.
3. The DSG will:
 - a. Assist the DC in developing a donations management program for the City and in preparing operating procedures for the donations management functions.
 - b. Meet regularly to coordinate, update, and collaborate on the donations system and operational process before, during, and after a disaster.
 - c. Assist the DC in determining which donations management functions should be activated after a disaster occurs.
 - d. Provide advice to the DC on suitable candidates for managing the various donations management functions.
 - e. Work together to determine the best method for handling and distributing large-volume or high-value donations received from the public or corporate entities.
 - f. If requested, assist the DC in making the decision when to terminate or consolidate donations management functions.

VII. DIRECTION AND CONTROL

A. General

1. The EMC is responsible for all governmental activities involved with the jurisdiction's donations management system.
2. The DSG should provide general guidance for donations management operations.
3. The DC will manage the donations management program and coordinate the efforts of volunteer groups and local government.
4. The work of volunteers and paid government employees at a donations management facility will be directed by the supervisor of that facility.
5. Volunteers working as an integral part of a recognized volunteer group (e.g., the ARC, the ACS, TSA, etc.) will respond to direction from those organizations.
6. Each individual supervising a donations management function will select an appropriate assistant or designee to run the operation in their absence.

B. Coordination

The DC will coordinate with the EOC as needed.

VIII. READINESS LEVELS

See City's Emergency Management Plan.

IX. ADMINISTRATION & SUPPORT

A. Reporting

During emergency operations, CBOs and VOAIDSs that may be tasked with various functions should compile and provide the DOO a summary report of significant donations management activities. The DOO should forward this information to the EOC for use in staff briefings and inclusion in periodic Situation Reports.

B. Records

1. Activity logs - Each donations facility should maintain a log of major activities at that facility.
2. The DSG and the UNC may each appoint a secretary to provide a written record of the policies formulated and activities undertaken at meetings of the Group. The DC should maintain those records.
3. Documentation of costs – Expenses incurred in operating the donations management system are generally not recoverable. However, in the event state and/or federal reimbursement is considered, accurate records would need to be provided. Therefore, all government departments and agencies should maintain records of personnel and equipment used and supplies consumed during donations management operations.

C. Post Incident Review

See City's Emergency Management Plan.

D. Training

1. The DC should attend training in donations management. The State Division of Emergency Management offers such training.
2. Donations management facilities are responsible for providing on-the-job training for individuals who will be working in their facilities.

E. Exercises

Local drills, tabletop exercises, functional exercises, and full-scale exercises should periodically include a donation management scenario based on the anticipated hazards that could be faced by this jurisdiction.

X. ANNEX DEVELOPMENT & MAINTENANCE

- A. The EMC is responsible for developing and maintaining this annex. The DC and the DSG may provide assistance. Recommended changes to this annex shall be forwarded to OEM as needs become apparent.
- B. This annex will be reviewed annually and updated once every five (5) years or sooner, if necessary.
- C. Individuals agencies and volunteer organizations assigned responsibilities in this annex are responsible for developing and maintaining appropriate standard operating guidelines (SOGs) to carry out those responsibilities.

XI. REFERENCES

- A. FEMA, Donations Management Guidance Manual, Feb 1995
- B. FEMA, Donations Management Workshop (Student Manual), Oct 1997
- C. FEMA, Donations Management Workshop (Toolbox), Oct 1997
- D. FEMA, *Support Annex (DM-1)*, Apr 1999

APPENDICES

- 1..... Current Donation Needs List
- 2..... Sample Record of Donation Offer
- 3..... Donations Management Operations Guide

APPENDIX 1 TO ANNEX T

**SAMPLE
CURRENT DONATION NEEDS LIST
City of Houston**

As of Date/Time: _____

1. Needed

a. Goods

b. Services

2. Not needed:

APPENDIX 2 TO ANNEX T
SAMPLE
RECORD OF DONATION OFFER
City of Houston

Call received by: _____ Date: _____ Time: _____

Donor Name and Information:

Salutation: _____

First Name: _____

Last Name: _____

Title: _____

Organization: _____

Phone 1: _____

Phone 2: _____

Address 1: _____

Address 2: _____

City: _____

State: _____

Zip: _____

Country: _____

☐ Donated (free) ☐ Goods or ☐ Services

☐ Commercial (vendor) ☐ Goods or ☐ Services

Type of Resource: (e.g., people, food, equipment): _____

Category: (e.g., clothing, water, bedding): _____

Sub-category: (e.g., shoes, blankets, chairs): _____

Description/Notes: _____

Total Quantity: _____ Units (#): _____ Measure (e.g., box, each): _____

Packaging: _____ Amount (#): _____ Size (e.g., can, dozen, gallon): _____

Palletized: ☐ Yes ☐ No

Transportation required: ☐ Yes ☐ No

Refrigeration required: ☐ Yes ☐ No

Restrictions: ☐ Yes ☐ No

Resource Location: _____

Estimated Value: _____

Available until: _____

Follow-up required: ☐ Yes ☐ No

Action taken: _____

APPENDIX 3 TO ANNEX T

DONATIONS MANAGEMENT

OPERATIONS GUIDE

City of Houston

On file with Office of Emergency Management.

DONATIONS MANAGEMENT

OPERATIONS GUIDE

1. This Guide is intended to provide information on donations management personnel and facilities and operating guidance for the donations management program. The Guide is Appendix 3 to the Donations Management Annex, but is published separately because it contains names, contact information, and facility data that change frequently.
2. In the pre-emergency phase, the Guide will be partially completed to provide contact information for key donations personnel, to describe the functions to be performed by donations management operating units, to outline facility and equipment requirements for each unit, identify candidate facilities, and to describe the general operating process at each facility. In this phase, the Guide will be developed and maintained by the Donations Coordinator with the assistance of the Donations Steering Group. Copies will be provided to members of the Donations Steering Group, key donations management personnel, and the Emergency Management Coordinator.
3. When a disaster occurs, the Guide will be updated to identify specific facilities to be used in the donations management effort, to include staff rosters for each facility, and to include operating procedures developed for each facility. It is anticipated that the Guide will have to be regularly updated during the recovery phase to keep it current. Copies of the Guide will be distributed to members of the Donations Steering Group, key donations management personnel, the Unmet Needs Committee, and the Emergency Management Coordinator, and other local officials. Copies may also be distributed to those volunteer groups supporting local donations management operations.
4. Contents of this Guide include:
 - Tab A Donations Coordinator Appointment
 - Tab B Donations Steering Group
 - Tab C Key Donations Management Personnel
 - Tab D Unmet Needs Committee
 - Tab E Donations Operations Office (DOO)
 - Tab F Resources Staging Area (RSA)
 - Tab G Phone Bank
 - Tab H Service Sites
 - Tab I Volunteers
 - Tab J Handling Cash Donations

**TAB A TO APPENDIX 3 TO ANNEX T
DONATIONS COORDINATOR APPOINTMENT**

ANNEX REDACTED – DATA REMOVED

TAB B TO APPENDIX 3 TO ANNEX T
DONATIONS STEERING GROUP

1. The Donations Steering Group should consist of local government officials, community leaders and members of CBOs and VOLAGs who would have an interest in setting policy for and being a part of the donations management program, if needed.
2. The following are typically represented on the DSG:
 - a. Donations Coordinator
 - b. Representatives from CBOs
 - c. Representatives from VOLAGs
 - d. Representatives from the City
 - e. Other volunteer organizations the DC deems necessary.
3. Refer to section V.C.1.b of this annex.

TAB B TO APPENDIX 3 TO ANNEX T
DONATIONS STEERING GROUP MEMBERS

ANNEX REDACTED – DATA REMOVED

Representatives from other CBOs, VOAIIDs and governmental agencies may be added at a latter time.

TAB C TO APPENDIX 3 TO ANNEX T
KEY DONATIONS MANGEMENT PERSONNEL

ANNEX REDACTED – DATA REMOVED

Representatives from other CBOs, VOAIIDs and governmental agencies may be added at a latter time.

TAB D TO APPENDIX 3 TO ANNEX T
UNMET NEEDS COMMITTEE

To be completed as soon as it becomes apparent that the donations management function will be activated for a significant emergency or disaster.

TAB E TO APPENDIX 3 TO ANNEX T
DONATIONS OPERATIONS OFFICE (DOO)

To be completed as soon as it becomes apparent that the donations management function will be activated for a significant emergency or disaster.

TAB F TO APPENDIX 3 TO ANNEX T
RESOURCES STAGING AREA (RSA)

To be completed as soon as it becomes apparent that the donations management function will be activated for a significant emergency or disaster.

TAB G TO APPENDIX 3 TO ANNEX T
PHONE BANK

To be completed as soon as it becomes apparent that the donations management function will be activated for a significant emergency or disaster.

TAB H TO APPENDIX 3 TO ANNEX T
SERVICE SITES

To be completed as soon as it becomes apparent that the donations management function will be activated for a significant emergency or disaster.

TAB I TO APPENDIX 3 TO ANNEX T
VOLUNTEERS

To be completed as soon as it becomes apparent that the donations management function will be activated for a significant emergency or disaster.

TAB J TO APPENDIX 3 TO ANNEX T
HANDLING CASH DONATIONS

Refer to section V.B.3 of this annex.